

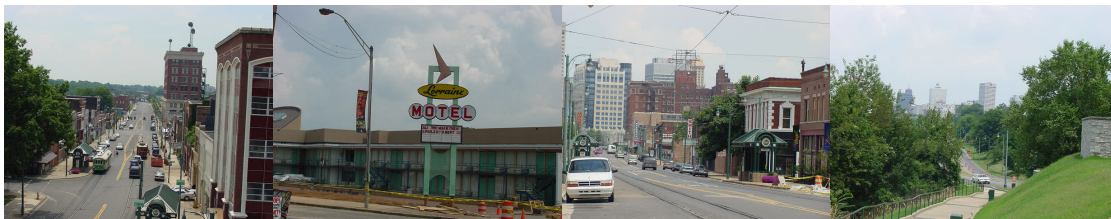
South Central Business Improvement District



Comprehensive Plan

MEMPHIS/SHELBY COUNTY

Division of Planning and Development



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Comprehensive Plan

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Executive Summary

The South Central Business Improvement District is the area of Memphis bounded by Madison Street on the north, the Mississippi River on the west, E. H. Crump on the south and Danny Thomas and Lauderdale on the east. This area is quickly becoming the focus of developer interest as the logical continuation of downtown revitalization efforts. As a result, those involved with downtown development have recognized the need for a Comprehensive Plan to coordinate future development projects and to ensure that development occurs in a logical, sustainable manner. The recommendations in this Plan for the South CBID are based on past studies, current trends and a comprehensive vision for the area.



The Plan describes the following factors that will influence and contribute to development in the district: area history, current conditions, physical and environmental characteristics, public facilities, vacant land and buildings, and traffic analyses. Analysis of these factors has resulted in a list of Goals for the district that include economic revitalization, job generation, addressing obsolescence in zoning and building stock, preservation of cultural and historic assets, and the creation of a vibrant sports and entertainment component for downtown.

The Zoning Recommendations section proposes several distinct zoning districts in the area, each serving a special purpose. Additional recommendations include general recommendations as well as specific recommendations for transportation systems and public facilities.

HISTORIC OVERVIEW

The South CBID has historically been a place to find cultural diversity and entertainment. As reported in the Historical Overview of Development section of the Plan, a Freedmen's camp was established in the area of the South CBID during the Civil War, leading to the first settlement for the black community in Memphis. Also in those early years, Beale Street was established as an entertainment district and became home to the Memphis Blues. The area still supports Memphis' culture and entertainment, with the National Civil Rights Museum on Mulberry and the Beale Street entertainment district emerging as focal points for Memphis tourism.

Over the years, the South CBID has seen a varied tenant and land use mix. In the 1870s, the Yellow Fever epidemic wiped out much of Memphis' population and the city's

charter was revoked. Beginning in the 1880s however, Memphis made its come back thanks to a first of its kind sewage system and a strengthened river trade. As cotton and hardwood markets revitalized Memphis' economy, the South Bluffs district, located in the South CBID, housed many of the city's elite during the boom period.

After 1890 the South Bluffs area transitioned into a mixed-use area, as emphasis on railroad transportation increased. The juxtaposition of river and rail gave the area strength for the availability of multi-modal transportation. The district became a distribution and warehousing center for Memphis and the Mid-South by the 20th century.

CURRENT CONDITIONS

As has happened across the country, multiple factors, including declining demand for railroad and river transportation, de-industrialization and civil unrest, precipitated a population shift to the suburbs in the latter half of the 20th century. Several buildings in the downtown area, including much of Beale Street, had been abandoned or neglected. In the late 1970s however, a turn-around began with the creation of the Center City Commission and the Beale Street Management Corporation. Private investment also played a large role in the regeneration of downtown.

Since that time many interests and organizations have worked together to bring renewed interest and vitality to downtown Memphis. If the newer development interests, including the Riverfront Development Corporation and Hoops, coordinate with development plans already underway, they can take advantage of the synergy that exists in the area.

To that end, it is useful to look at the various plans that have involved the study area in the past several years. The South SCBID Plan lists and describes previous plans dating back to 1986. These plans have alternately addressed, among other needs, demand for hotel accommodations, preservation of historic and environmental resources, preservation of housing stock, affordable housing, infill development, commercial and industrial revitalization, job creation, public housing issues, transportation, minority issues, parks and open space, and marketing for downtown businesses. Previous plans can be found in the appendix.

GENERAL PROJECT AREA DESCRIPTION

The South CBID Plan next documents the study area appearance. The area is characterized by older industrial, commercial and warehousing facilities, yet there is a critical mass of new residential constructions along the riverfront as well as in other areas. There are also several historic structures already being reused or renovated around Main Street. In general however, areas to the south and nearer the railroad tracks contain the bulk of the vacant lots and abandoned buildings.

The Mississippi River and Mississippi River Bluffs are the only environmentally sensitive features in the area. There are no landfills in the area but the EPA has previously identified four superfund sites.

PUBLIC FACILITIES

The next sections of the Plan address public facility systems. These systems include Public Transit, Pedestrian Traffic, Street Lighting, Fire and Police Services, Green Space, Educational Institutions and Parks and Recreation. The following bullets highlight the findings in the report.

- Expansion of public transit services, including buses and trolleys, will become necessary for moving increasing numbers of people into and around downtown. The Memphis MPO has projected traffic counts to the year 2023 and found that Front Street, Riverside Drive and Union Avenue will not be able to hold all of the additional traffic.
- Pedestrian traffic will also increase, particularly around the entertainment and sporting venues. Efforts will be made to ensure pedestrian safety, including repairing sidewalks and crosswalks as necessary and providing traffic signals and traffic calming devices.
- The Plan recommends upgrades to street lighting. Adequate lighting is essential for the safety of downtown patrons. Special attention should be given to lighting the district fringes and parking/transit areas. Lighting that incorporates architectural and design features of downtown will reinforce the character of the special district.
- Fire protection is provided by Fire Stations #1, #2, #5, and #7. Response times for this area are within 3-5 minutes and comply with National Fire Protection Association standards.
- The Memphis Police Department provides police services in the South CBID. The area lies within three wards: wards 621 and 622 are served by the Downtown Precinct and ward 422 is served by the West Precinct. The Downtown Precinct currently has 87 officers with immediate plans to add 20 more. The Downtown headquarters are at 545 South Main and there are three other sub-stations on North Main, North Second and Beale Streets. The West Precinct has 124 officers. The headquarters is several miles away on Union Avenue.
- The Cossitt Branch of the Memphis Public Library serves the South CBID. Elementary schools include Georgia Avenue, Florida-Kansas and LaRose schools. Middle schools are Vance and Humes. High schools are Northside and Washington.
- Greenspace is essential to create a desirable and attractive district. Pleasant surroundings that are landscaped and cared for will attract visitors and new residents

to the South CBID. Environmentally conscientious landscaping can also aid energy efficiency, drainage and protect the topsoil. National Parkland Standards have not established ratios but suggest .75 to 1 acre of urban greenspace per 1,000 population.

- Martyr's Park and Tom Lee Park are both located in the South CBID. These parks give residents access to the riverfront and provide a good amount of open space. Tom Lee doubles as the site for Memphis in May's entertainment and cultural activities. More parks and open space should be developed throughout the district, and a community center may become necessary as more families move into the downtown area.

Overall, facilities and infrastructure are in place to handle the expected expansion of the downtown area. The city has budgeted almost \$125 million over the next five years to make improvements and repairs.

VACANT LAND AND BUILDINGS

The overwhelming occurrence of vacant land and buildings in the South CBID is largely due to the fact that this is an older area, and now much of the property is functionally and economically obsolete. Functional obsolescence is found in the older building types and layouts, the platting of narrow streets and small lots, and the incompatible zoning in the area. The area as a whole suffers from economic obsolescence, as deteriorated and neglected conditions have depreciated market values beyond the point of recovery.

The Plan recommends rezoning much of the area, particularly the Highway Commercial and Heavy Industrial areas. This will help ensure that the highest and best uses are put back into the community and protect those uses once there are in. Nevertheless, a substantial amount of reinvestment on the part of public and private interests is also needed to fill the vacancies. The following programs are designed to stimulate reinvestment in the area:

Renewal Community – The U.S. Department of Housing and Development has designated parts of the South CBID as a Renewal Community. Census tracts that qualify for this designation receive federal tax incentives to promote economic development and create jobs.

PILOTS – Payments in Lieu of Taxes are designed to encourage reinvestment in the area.

DEMOGRAPHIC CHARACTERISTICS

Total population in 2000 was 1,812. Although population has decreased since 1990, the Office of Planning and Development has produced population projections that show increases based on estimated future development and build-out rates.

HOUSING CHARACTERISTICS

Housing is currently scattered in the district, making for low density rates. Previous and on-going housing development projects, many of them making use of renovated warehouse space, demonstrate that urban living in downtown Memphis is once again becoming desirable.

TRAFFIC ANALYSIS

Traffic analysis of South CBID roadways shows that these roads currently have excess capacity. As mentioned previously, projections found that only Front Street, Riverside and Union will be over capacity in the year 2023. The roadways have good connectivity within the district and to the regional transportation system. Three major road improvements will impact accessibility in the district. They are: the I-40/I-240 Midtown Interchange, the reconstruction of the I-55/Crump Blvd Interchange, and the extension and reconstruction of Second Street north of I-40 to Frayser.

STREETSCAPE IMPROVEMENTS

The Plan recommends several street treatments designed to not only beautify and draw attention to the area, but also to make the streets safer for pedestrians and vehicular traffic.

ZONING RECOMMENDATIONS

In order to fulfill a future land use concept for the area, several special zoning classifications have been proposed. These classifications comprise the following districts:

- Bluffview Residential District
- Riverfront Residential District
- South Main and South Main Extended District
- South Downtown Residential District
- Sports and Entertainment District
- Neighborhood Commercial District
- Gateway Commercial District
- South Downtown Business Park District

ADDITIONAL RECOMMENDATIONS

The plan makes additional recommendations for the South CBID, including:

- Place higher density developments closer to the river.
- Provide greenspace around St. Patrick's church (and other areas) to balance the impact of the hard surfaces and the arena facility.
- Acknowledge the cultural landscape of the area to a greater extent.
- Extend trolley loop, make streetscape improvements and implement pedestrian and gateway plans.
- Acquire and restore old post office building for public space, perhaps a library, community center or visitors center.
- Locate new police and fire stations, as well as a new school for the area.

CONCLUSION

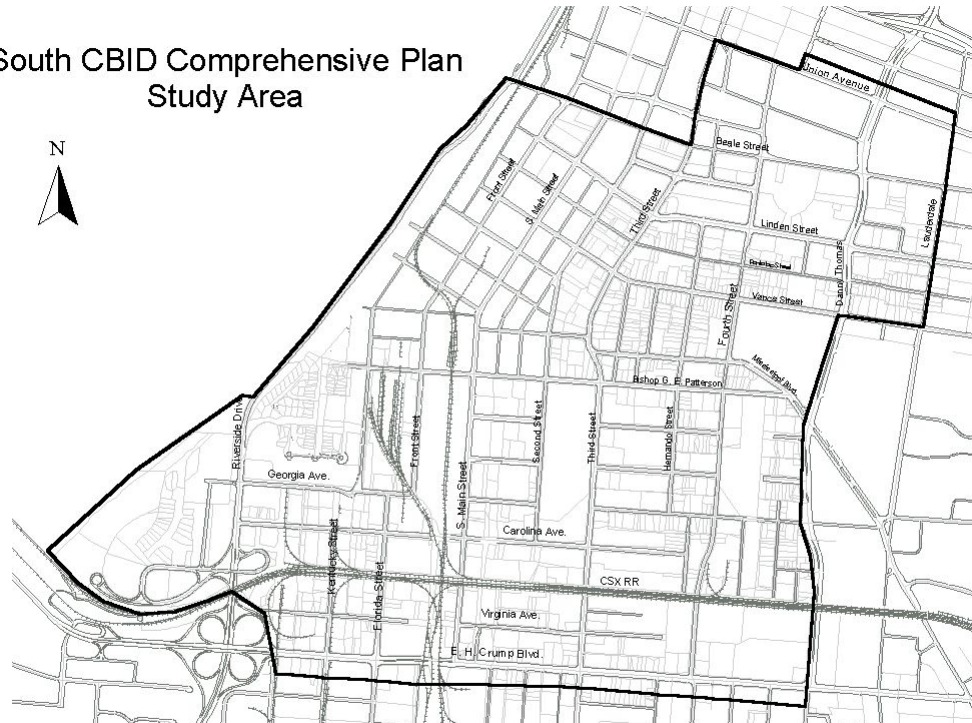
This plan provides a thorough, long-range vision for the area necessary to complete a comprehensive rezoning.

Introduction

Need for the Plan

This area is being considered for zoning changes in order to help cure problems related to the area's functional obsolescence, incompatible land uses and deteriorating urban context. This plan builds on a strategic plan completed by the Center City Commission, which was adopted by the Memphis City Council and the Shelby County Commission. Developer interest is growing in this area and a comprehensive plan for the area should be implemented before individual requests are considered by the City.

South CBID Comprehensive Plan Study Area



The study area for this comprehensive plan is generally bounded by Madison Street on the North, the Mississippi River on the west, E. H. Crump on the south and Danny Thomas and Lauderdale on the east. The South Main area is included in this comprehensive plan but the existing South Main Special District area will not be included in the proposal for rezoning.

Goals for South CBID

- Revitalize the S. CBID economically by addressing the functional obsolescence of land uses and buildings
- Support the Memphis Renewal Program in creating economic opportunities and generating jobs

- Create a vibrant sports and entertainment component for downtown
- Provide a strategy for orderly growth and redevelopment
- Mitigate incompatibilities of land uses
- Preserve historic and cultural assets, and use them to reinforce a unique sense of place.
- Encourage a mixture of uses and activities that welcome and serve citizens of diverse incomes and ages.
- Enhance traffic network to support downtown gateways and new development
- Maximize the use of existing street pattern and maintain the historic urban character of walkable streets and alleys
- Encourage an aesthetically pleasing character and create neighborhoods in which people share a sense of belonging

Historical Overview of Development

The South Central Business Improvement District is characterized by its entrepreneurial, trail blazing spirit. In the early years, the area's relationship with the City of Memphis was competitive as various early entrepreneurs speculated on land and growth opportunities. In later years, this area shared the city's growth and decline. Now, this area enjoys a renaissance as it shares in downtown's rebirth as a place to live, to work and to play.

The South Central Business Improvement District has made and continues to make numerous unique cultural and musical/entertainment contributions to Memphis. Past contributions include the first settlement for the black community in Memphis during the Civil War; establishment of Beale Street as an entertainment district; and later, recognition of Beale Street as home to the Memphis blues. Today, this area is home to the National Civil Rights Museum; the redevelopment of Beale Street serves as an entertainment district with national notoriety; and Peabody Place re-establishes downtown as an urban living, employment and entertainment center. The new arena and AutoZone Park establish downtown as a destination for professional sports. Thus, this entrepreneurial-trail blazing approach continues to enrich the lives of Memphians by providing opportunities to live, work and play in the heart of the city.

Historical Development

Shelby County was created by the State Legislature in 1819. Memphis grew slowly, and when Memphis was incorporated in 1826, it had 309 citizens. Memphis' slow growth during this era was attributed to the city's failure to segregate its 'flatboat folk' and its gambling dens and bawdy houses from more respectable areas. During these early years, Memphis was too small to create separate residential districts.

John McLemore's Fort Pickering, a land venture located near DeSoto Park, operated well into the 1840's. McLemore's development concept consisted of building a railroad- river terminal facility; residential development was a secondary objective. The 1840's failure of the LaGrange & Memphis Road Company, combined with lagging residential sales forced McLemore to leave the area heavily indebted.

Memphis' first annexation occurred in 1849 when the community of South Memphis merged with Memphis. The city expanded by 67 blocks. In 1850, the City of Memphis issued \$119,000.00 in bonds to fund civic improvements for its expanding population of 8,800. Memphis became the principal river town between St. Louis and New Orleans, but was not a rival to either city. By the mid 1850s, the railroads brought more transportation flexibility to Memphis and complemented the packet boat activity.

Throughout the Civil War, Memphians remained staunch supporters of the Confederate cause, even during Federal occupation. The Confederacy located a supply depot in Memphis until defeated at Shiloh. After the river battle of June 6, 1862, Memphis became General Ulysses S. Grant's Army headquarters. General Grant occupied the Hunt-Phelan House on Beale Street as his personal residence during this time.

Federal occupation did not stifle economic activity in Memphis during the war years. Enterprising business owners sold cotton to the Yankees and nails, shoes and gunpowder to the confederates. Nevertheless, the Civil War did launch sweeping social changes that would shape Memphis for decades to come.

In its infancy, Memphis was predominantly white. During Federal occupation, Union authorities established a freedmen's camp for escaping slaves just south of the city. As the Civil War endured, the freedman population continued to grow. Following the conclusion of the Civil War in 1865, a majority of the freedmen decided to stay and located in the southern part of Memphis around Beale Street. Reverend Morris Henderson established the Beale Street Baptist Church during this time.

With the revival of river trade in the 1880's, Memphis started to recover. A new sewage system, the first of its kind, was installed and artesian water restored safe health. By the 1890's, Memphis established itself as the cotton center of the South and the world's largest hardwood market.

Until the late 1880s, the South Bluffs area was a fashionable residential neighborhood. The John Alexander Austin House, located at 290 South Front Street, was built in 1876 and is the only remaining residence from this period.

By the early twentieth century, the area had emerged as the warehouse and distribution center not only for Memphis, but also for the Mid-South region. Both the South Main Street and the South Bluffs Historic Districts were the physical result of the growing importance of the railroad for both people and goods. This area became the railroad center of Memphis. The passenger and freight stations as well as the changing yards were located in the SCBID. Central Station, located at the southwest corner of South Main Street and Calhoun, is significant since it is the last passenger train station in the

district and architecturally is the tallest structure in the area. This area was critical to Memphis' emergence as a regional multi-modal transportation hub, based primarily on the juxtaposition of rail and river traffic.

A rapid shift in transportation patterns following the introduction and widespread use of the automobile (and later the airplane) dramatically decreased passenger and rail traffic. Declining rail passenger and freight shipments were no longer capable of supporting a thriving business community in these two districts. In later years, new freight yards were built outside the area to replace the aging facilities in the South Bluffs Area.

Importance of Beale Street

Beale Street and the surrounding area became an economically thriving and vibrant black community. The South's first African-American millionaire, Robert Church, resided on Beale Street and his financial support in 1893 was critical to the reinstatement of the city charter. Robert Church's legacy lives on in Church Park, which is located along Beale Street. W.C. Handy successfully altered lyrics of "Mister Crump" to "Memphis Blues" and established himself and Beale Street as prominent forces in this new type of music. Beale Street retained its vibrancy through World War II as Memphis' reputation for vice grew. With the demand for housing after the war and the introduction of the Interstate system, affluent whites began migrating to the suburbs. Reform-minded city leaders began a major clean up of Beale Street closing most of the saloons, pawnshops and pool halls. Consequently, the Memphis music scene lost much of its vitality for a time.

In the late 1970's, the City of Memphis began acquiring properties along three blocks of historic Beale Street. Beale Street Management Corporation was formed and charged with creating an entertainment district. In the mid-1970's, Jack Belz implemented his vision for a mixed-use facility downtown, Peabody Place, by acquiring the Peabody Hotel and the MALCO-owned Orpheum Theater. At that time, 244 units of market –rate housing existed in the downtown area.

Downtown Revitalization

The 1980s were a time of rehabilitation of significant architectural structures. The first significant reopening was the Peabody Hotel in 1981. Beale Street Landing was



completed in 1982. In 1983, the Orpheum renovation was completed; 200 Wagner Place was completed; and the first club on Beale Street reopened. One by one, clubs and businesses moved into renovated spaces, producing the most vibrant streetscape and activity center in downtown.

In 1985, the Rivermark Condominiums and the McCall Garage (later renamed the Peabody Place Garage) were completed. That same year, three initiatives were

undertaken that would have a long-lasting impact on the area-- the South Main Special Task Force, the Lorraine Foundation and the Center City Model Neighborhood. The South Main District held its first open house and the Radisson Hotel opened in 1986. In 1987, the Paperworks Apartments and the Spaghetti Warehouse opened for business. The decade concluded with the South Main Tree Planting Program and the return of historic style lighting on South Main from Peabody Place to St. Paul Street.

In the 1990s, downtown Memphis re-established itself as the “economic, cultural and governmental heart of the city and county”. Additional renovations and business openings created the critical mass needed to revitalize the central business district. Twelve studies were commissioned for the downtown area, which includes the South Central Business Improvement District. These plans range from assessing downtown retail potential, to creating a downtown streetscape that would encourage and support business opportunities, to tracking downtown residential development.

Recently, new players have emerged such as the Riverfront Development Corporation and Hoops. The South Central Business Improvement District is important to the revitalization of downtown and the city. Nationally, downtown living is popular for urban professionals and empty nesters. In order to achieve a renaissance, it is critical to have a population of residents as well as workers to support this effort.

The resurgence of downtown Memphis is attributable to many factors including the establishment of the Center City Commission, which provides incentives such as



Payments-in-Lieu-of-Taxes as well as other financing options, and aggressively markets downtown as an untapped market. The Center City Commission has formed partnerships with other agencies and groups to provide studies such as the South Main Area Plan. Likewise, the designation of the South Main Special District was implemented to preserve the historic and

environment features of downtown such as the historic structures, the riverfront and the area’s cultural past. The construction of the Riverwalk and various bridges and lookouts provide scenic vistas to the Mississippi River. The trolley extension coupled with the real estate market in the South Main Special District has been instrumental in creating this renaissance. South Main Street acts as a transit way complete with commercial businesses, entertainment-related uses and residential units.

The revitalization of Beale Street, completion of the retail component of Peabody Place, AutoZone Park and the new Arena facility re-establish this area as a unique and vital entertainment district in Memphis. The National Civil Rights Museum and the

thriving art community recapture the area's cultural character. These factors act together as a magnet to make downtown Memphis a place to live, to work and to play. Downtown is re-establishing itself as the heart and soul of Memphis.

General Project Area Description

Study Area Appearance

The South CBID is an expansive area of old industrial and commercial properties just



south of the Memphis Central Business District. It is notable for an aggregation of unique historic structures centered along Main Street and Front Street and a critical mass of new residential construction along the bluffs adjacent to Riverside Drive and in the South Bluffs development. Major features in this downtown subdistrict are

the National Civil Rights Museum, Central Station and the Main Post Office distribution facility. The area is partly served by the Main Street Trolley transit system.

In general, the South Memphis Business Improvement District consists of many vacant lots and abandoned buildings including residential, commercial and industrial structures. The extreme northern portion of the study area consists of mixed uses with commercial and residential dominating. Industrial uses predominate on both sides of the east-west railroad tracks with many warehouse structures. Several unsightly outdoor storage facilities



can be found within the study area. Generally, the further south and closer to the railroad one goes, the more vacant land and abandoned structures can be found. There are four pockets of new development within the study area, with South Bluffs and Founders Point on the bluffs predominating the new residential growth. An area of new townhouse development between Third, Vance, Pontotoc and Hernando, along with a small pocket of Habitat For Humanity homes completes the new development in the study area.

Environmentally Sensitive Areas

The South Central Business Improvement District consists of some of the earliest developed areas in the City of Memphis and thus there are no significant natural features left other than the Mississippi River bluff. The Memphis Bluffs are an identifying physical feature of the waterfront and are the only environmentally sensitive part of the study area.



There are no water well fields located within the study boundaries. The western most part of the study area includes part of the Mississippi bluffs. The bluff area comprises the only topographical feature of the area and consists of the Jackson Formation, which is composed of clay, fine sand and some thin beds of lignite.

The remainder of the study area consists of 2 to 5% slope located on loess; windblown deposits, which are uniform in texture and composed predominately of silt-size grains of quartz and some feldspar and clay minerals. The loess deposits, which make up the Memphis bluffs and the major parts of the study area, are at least 65 feet deep on the bluff face.

TOXIC WASTE SITES

No known landfill or dump is located in the South Central Business Improvement District. However, there are four sites listed on the EPA's CERCLIS: superfund sites that have been on the National Priority List:

Company Name	Address	Status
Main Street Drum	674 S. Main St.	EPA funded discovery and assessment. No further action. May be a closed business.
Little, John Drum	564 S. Main St.	Former location of abandoned building and Drums (now removed) confirmatory. Sampling by TDSF detected TCE, PCE, Methylene Chloride. No further action. May be a closed business.
J&L Drum Co.	584 S. 3rd St.	Drums inside a building with an asphalt Floor. RCRA cleanup was done. No further action. Business may be closed.
Jehl Cooperage Co. Inc.	4 E. Virginia St.	EPA financed discovery. State financed EPA clean-up No further action. Business may be closed.

Two businesses are listed on the EPA's TRI: Toxic Release Inventory, which documents the transfer of Toxic chemicals from manufacturing facilities.

Company Name	Address	Status
Jehl Cooperage Co.	4. E Virginia St.	Imported, manufactured of and process use of chemicals that were released. Last report 1995.
Farrell-Calhoun Inc.	221 E. Carolina Ave.	Import, Process and repackaging of Chemical that was released. Last report for The year 2000.
W.M. Barr & Co.	2105 Channel Ave.	Process the chemicals as a formulation Component. Off site treatment. Last Reported 1999.

One business is listed on the EPA's BRS list: Waste that the facilities generate and ship off site or Reclaim. Jehl Cooperage Co., 4. E. Virginia St.

DRAINAGE

The South Central Business Improvement District falls within the Front Street Drainage Basin that drains directly into the Mississippi River. The soils are of the Memphis-Grenada-Loring Association with the exception of the bluffs. The

Memphis-Grenada-Loring association consists of nearly level, well drained and moderately well drained silty soils on broad uplands.

LEAD PAINT

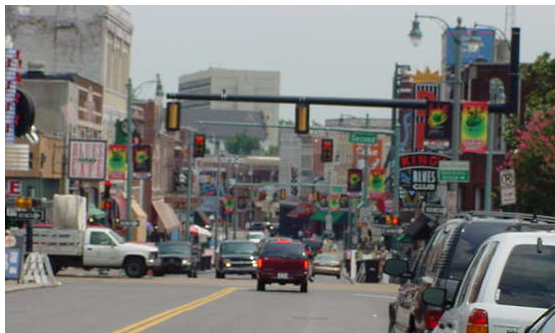
The use of Lead paint was not prohibited until 1980. Since a large percentage of the existing housing stock was built before 1980 there is a strong possibility that many contain lead paint. Census information for 1990 revealed that 80% of residential structures in Shelby County were constructed prior to 1980. The presence of lead-based paint in housing represents the most significant hazard remaining for lead poisoning, particularly for young children. Families with young children who live in homes built before 1980 should have their children tested for lead poisoning. A lead abatement program is available to homeowners of low to moderate income who have young children that have tested for lead. This abatement program is offered through the Lead Paint Program at the City of Memphis Division of Housing and Community Development.

Public Facilities

The South CBID is one of the oldest areas within Memphis and adjacent to the central business district. The South CBID has developed into an aggregation of uses varying from single-family residential to industrial with various building types, sizes, and designs. As a result of the revitalization of downtown, the South CBID has had a substantial amount of new traffic both pedestrian and automobile. There is an expected game day crowd of 16,500 people that will be visiting the new NBA Arena. In addition, there will be an influx of new residents that will be living near or in the downtown area who will use South CBID arterial and major roadways to travel. As the density of the South CBID increases there will also be a new demand for public facilities to meet the needs of the citizens.

PUBLIC TRANSIT

Efforts taken to minimize the use of automobiles is undoubtedly a benefit to the citizens of any metropolitan area. The automobile has many more positive attributes than negative, but the fact remains that moving people and cargo collectively is less taxing on roads, infrastructure, and the ecosystem. The existing infrastructure has the capacity to handle the projected increase in vehicular traffic, but because of the increased use, increased levels of maintenance may be merited.



A city's public transportation is a major factor in combating the negative impact of vehicle use. The Memphis Area Transit Authority (MATA) will require more bus shelters because of the increased usage from downtown patrons and new residents. The extension of the trolley is currently underway. The trolley line will be extended to

travel from Front Street traveling eastward to Cleveland. The extension of the Main Street Trolley will provide efficient entry and exit to downtown and a connection between downtown and the medical district.

PEDESTRIAN TRAFFIC

Pedestrian traffic will also increase as projected development occurs. The sidewalks, particularly those areas around the entertainment district area and the projected NBA arena site, should be repaired and replaced as needed. Particular attention should be placed on major intersections and crosswalks and all intersections should be handicap accessible. Traffic signals and traffic calming devices should be instituted to insure that every precaution is taken to prevent vehicular accidents and promote pedestrian safety.



STREET LIGHTING

Appropriate street lighting has been said to be a major component to safety. Most of the entertainment events for the South CBID are and will be held primarily at night, so there is a need to upgrade and provide additional lighting for patrons. Lighting design and type should be carefully selected as to get maximum utility while coinciding with present and projected architectural and infrastructure design. Light components should be emphasized along the fringes of the South CBID area particularly where citizens may seek on-street parking and public transit.

EDUCATIONAL INSTITUTIONS (SCHOOLS AND LIBRARIES)

The Downtown area is served by the Cossitt-Goodwyn Library located at 33 Front Street. Existing elementary schools include Georgia Avenue, Florida-Kansas and LaRose schools. Middle schools are Vance and Humes. High schools are Northside and Booker T. Washington.

Construction of a new elementary school has begun at 10 North Fourth Street and is projected to be complete in 2003. At present there are few families living in the South CBID area, but with the influx of residential development in the downtown area, more public schools may soon be needed as families with school aged children move in.

FIRE AND POLICE SERVICES

Fire services for the South CBID are predominantly supplied by:

- X Fire Station # 1- located at 211 Jackson Avenue
- X Fire Station # 2- located at 474 South Main Street

- X Fire Station # 5- located at 65 South Front Street
- X Fire Station # 7- located at 1071 Jefferson Street

The fire station that responds to individual calls may vary, depending upon the nature and capacity of the call. The size of the structure, use, immediate location and travel direction are also determining factors in the station that provides services. Response times for all calls vary from approximately 3-5 minutes. This response time is in compliance with National Fire Protection Association (NFPA) standards. The Memphis Fire Department has identified a future need for an additional fire station in the downtown area. This station would preferably located near Crump Boulevard.

POLICE SERVICES

Police services for the South CBID are predominantly supplied by:

- X West Precinct # 4- located at 1925 Union
- X Downtown Precinct # 5 located at 545 South Main*

Precincts that respond to individual calls may vary, depending upon the nature of the call. Immediate location and travel direction are also determining factors. Response time for all calls vary from approximately 2-5 minutes. The precincts that provide services for the South CBID also have bicycle units that provide additional visibility and police presence.

Police services for the South CBID are a key factor in the growth and viability of the burgeoning downtown entertainment district. In order for downtown to grow in retail sales and concessions for evening entertainment, patrons must feel safe. Police presence is a strong factor in the prevention of crime incident, and is typically comforting to downtown patrons and residents.

As growth in the area necessitates an additional police station, it should be coordinated with other public facilities, such as a community center or public library.

Note - This report does not include special police services, tactical units, mounted police or substations that may provide additional services and support to the service providers for the South CBID.

PARKS AND GREEN SPACE

Parks and green space are sometimes an afterthought in urban planning, particularly when urban development is moving at high velocity. When urban development is at hand, property values increase and there is a desire to utilize every inch of usable\buildable space. These factors oftentimes supercede green space as an uneconomical luxury. However, not only is green space a necessity for a welcoming environment, it can also be directly related to energy consumption and other various monetary benefits.

The presence of appropriate landscape not only adds to the aesthetic of the area, but also helps protect buildings from extreme weather conditions. Many of the downtown residences face west to take advantage of the river view. In order to lessen the intensity of the westward sun, landscaping elements are often installed. These elements may be directly related to energy efficiency and heating and cooling costs. Landscaping may also be used as traffic calming elements: medians, planters at walkway intersections, etc. These elements combine to provide a more fulfilling and economical downtown environment.

PARKS AND RECREATION

The South CBID is a major recreation and entertainment center for the City of Memphis. Area amenities provide a vast range of entertainment possibilities for many interests. Martyrs Park and Tom Lee Park provide green space and add natural beauty to the downtown landscape.



Tom Lee Park produces a view of the Mississippi River and a trail that runs the length of the riverfront. There should be additional green spaces provided through the downtown area. Parks are outdoor communal venues where people may gather. Elements such as these are not easily measured in quantifiable terms, but they are instrumental in creating healthy and inviting communities.

PUBLIC FACILITIES CONCLUSION

Over all, many of the basic public services and amenities needed to sustain and handle growth and expansion of the downtown area are in place. General infrastructure, including clean water supply and wastewater treatment has been in place since Memphis was initially incorporated. These were designed at the time to handle the projected increase that will be the result of current downtown development.

The following table describes future public facility projects in the South CBID and their expenditures for the next five years.

PUBLIC FACILITIES CENTRAL BUSINESS IMPROVEMENT DISTRICT (CBID)

Public Facility	Address	Project Description	Expenditure in FY 2002	Expenditure at the end of FY2006
Pyramid	Front		\$664,000	\$2,242,000
MATA	Downtown Area	Medical Center Extension	\$33,600,000	\$53,600,000
MATA		Trolley Facility Improvements (rail repairs, Beal St. Bridge)	\$310,000	\$2,190,000
MATA		Mata Facility Improvements	\$600,000	\$3,500,000
Fire Services	Second and Plum	Mud Island Fire Station (location is outside of CBID but will provide services for the area)	\$545,000	\$2,495,356
Riverfront Development		Riverfront Master Plan	\$2,500,000	\$38,929,977
Downtown Public Improvements		Improvement of City owned right-of-ways in the CBID	\$250,000	\$1,250,000
Riverwalk-Martyrs Park to Chickasaw Heritage Park		Complete the last 5m segment of the Memphis Riverwalk	0	\$2,186,144
Beale Street Rehab 2 nd Street to 4 th Street		Repair and upgrade brick pavers	\$850,000	\$870,000
Presidents Island Improvements		Harbor improvements	0	\$3,264,000
Basketball Arena		Construction of a new Basketball Arena	\$12,000,000	\$12,000,000
City Hall	125 N. Main	Multi-year interior renovation and relocation to increase office capacity.	\$244,000	\$1,195,000
PBX & City Hall Cabling Replacing	125 N. Main	Cabling replacement	\$700,000	\$2,100,000
Total			\$52,790,000	\$124,627,477

Note - Projects are funded through both the city and county. These calculation are the city's 50% portion.

Project fund expenditure includes funds from G.O. Bonds, Federal Grants, and State Grants.

Vacant Land and Buildings

There is an unusually large amount of vacant land and vacant building in various levels



of deterioration dispersed throughout the study area. Windshield surveys of the district discovered an underutilization of resources and revealed that an excess of 220 acres of land are not achieving the highest and best use. The sheer volume and disbursement of real estate points to the fact that the South Central Business District suffers from obsolescence.

OBSOLESCENCE

Webster's New Collegiate Dictionary defines "obsolescence" as "being out of use", "no longer in use; disused" or "of a type or fashion no longer current". These definitions are useful in describing the general obsolescence of buildings or site improvements in a proposed redevelopment project area. In making findings with respect to buildings, it is important to distinguish between functional obsolescence that relates to the physical utility of a structure and economic obsolescence that relates to a property's ability to compete in the market place.

FUNCTIONAL OBSOLESCENCE

Historically, structures were built for specific uses or purposes. The design, location, height and space arrangements were intended for a specific occupant or group of occupants at a given time. Buildings become obsolete when they contain characteristics or deficiencies that limit the uses and marketability of such buildings after the original use ceases. Deficiencies may include poor design or layout, or the improper orientation of the building on its site. These characteristics detract from the overall usefulness or desirability of a property.

ECONOMIC OBSOLESCENCE

Economic obsolescence normally results from adverse conditions that cause some degree of market rejection and hence, depreciation in market values. Typically, buildings classified as dilapidated and buildings that contain vacant space are characterized by problem conditions that may not be economically curable. This results in net rental losses and/or depreciation in market value.

Site improvements [sewer and water lines, public utility lines (gas, electric and telephone), roadways, parking areas (lots and structures), sidewalks, curb, and gutter, lighting, etc.] may also evidence obsolescence in terms of their relationship to contemporary development standards for infrastructure. Factors of obsolescence may include inadequate utility capacities, outdated designs, lack of fiber optic cable, etc.

OBSOLETE BUILDING TYPES

Obsolete buildings contain characteristics or deficiencies that limit their long-term



sound use or reuse. Obsolescence in such buildings is typically difficult and expensive to correct or update. Obsolete building types have an adverse affect on nearby and surrounding development as well as detract from the physical, functional and economic vitality of the area. Conditions that indicate a building is incapable of efficient or economic use include:

- Inefficient exterior configuration of the structure, including insufficient width or depth, irregular shape, improper orientation of the building site or random additions.
- Inadequate access for contemporary systems of delivery and service, including interior vertical systems.
- Non-conformance to fire, building and zoning codes.

The Foote Homes complex located along E. H. Crump is an example of a series of obsolete building types as evidenced by the density reduction and partial demolition plan. Call MHA for information, possibly from a HOPE VI application, detailing specific examples such poor ventilation, no central air conditioning/heating, lack of open space for recreation and parking, etc.

OBSOLETE PLATTING

Obsolete platting refers to defective or inadequate street layout, including lack of curb, gutter and sidewalk; faulty lot layout with respect to size, adequacy, accessibility or usefulness; parcels of irregular shape (narrow, small or shallow); and parcels that are landlocked or do not meet the current bulk regulations of the zoning district.

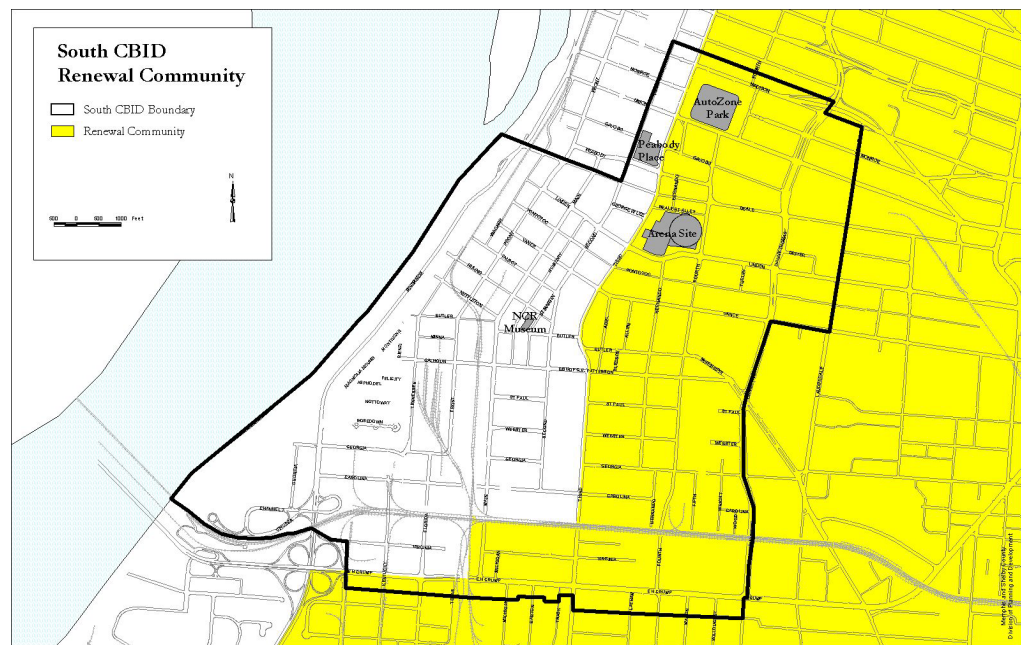
The area bounded by Second Street on the west, Linden on the north, Manassas on the east, and Vance on the south contains numerous examples of obsolete platting. The majority of the vacant lots are not conducive to redevelopment as currently platted.

- The lots in the block bounded Third Street on the west, Linden on the north, Hernando on the east and Vance on the south contain many irregularly shaped

vacant lots. Some of the vacant lots are small in size (in square footage) compared to other lots and are shallow. Three of the vacant lots are long but narrow.

- The area bounded by Second Street on the west, Linden on the north, Third Street on the East and Vance on the south show two examples of small lots with shallow depths and narrow frontages. These lots need to be consolidated to provide adequate buildable area.
- The area bounded by Fourth Street on the west, Linden on the north, Turley on the east and Pontotoc on the south contains additional examples of irregularly shaped lots. A series of irregularly shaped lots beginning on Fourth Street and continuing on Pontotoc are adjacent to a parcel, which appears to be landlocked. In order to redevelop, this parcel must be consolidated with an adjacent parcel(s) to provide access and adequate buildable area.
- The area bounded by the parking along Fourth Street, Bishop G.E. Patterson the north, Danny Thomas Boulevard on the east and Georgia on the south contains additional examples of irregularly shaped parcels, particularly the parcels located on Webster and the small square parcels located along Georgia.

Renewal Community



On January 21, 2002, the U.S. Department of Housing and Urban Development designated 48 census tracts in the City of Memphis as a Renewal Community. The Renewal Community reflects the areas in Memphis which have the greatest need and which offer the best utilization of tax incentives to stimulate business growth. The Renewal Community will not only create economic opportunities but also generate jobs and hope for many Memphis residents. It is estimated that the total impact of the 8-year designation will be in excess of \$300 million dollars.

This designation brings with it significant federal tax incentives to promote economic development and create jobs. It includes many of the areas within the City that have been targeted for significant redevelopment, and it will help the City continue to focus and advance its economic development efforts.

Businesses located in one of the 48 census tracts are eligible to take advantage of many of the Renewal Community tax incentives. The area includes a significant portion of the South CBID study area.

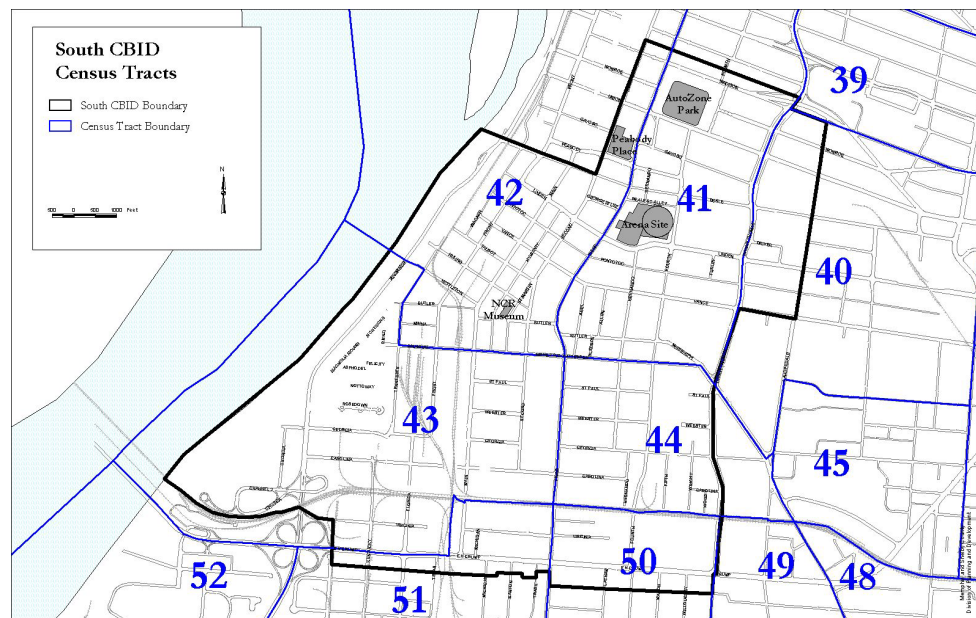
Demographic Information

Profile based on 2000 Census

	Total Population	white	black	male	female	Total Households
	1,812	598	1,163	959	853	1,048
Percentages		33%	64%	53%	47%	
Persons per household						1.73

Description of demographic characteristics

The 2000 United States Census data indicates a current population for the South CBID of 1,812. Because of differences in the census and study area boundaries, this is an estimated figure. African-Americans make up the majority of the population. Since the residential area is only a small portion of the land area, the population occurs at a very low density. The above table provides the detailed population data.



A comparison was done to determine trends in population and housing between 1990 and 2000. Due to incompatible Census data available, only a sample of the geographic area could be used. Based on Census tracts 43 and 44 plus parts Census tract 40 and 41, the following trends were observed. There has been a loss in population for this area with a decrease of 21% during the decade. During the same period, housing units decreased by 3%.

General Housing characteristics

Housing in this area is very scattered. Most of the single-family housing is clustered in the South Bluffs and Founders Pointe developments. The South CBID is home to a growing number of residents who are attracted by the unique loft-style housing and diverse cultural amenities. Revitalized by the recent restoration of Central Station, proactive neighborhood associations, and more than 600 newly created lofts and apartments, the South CBID is emerging as a desirable place to live in the Memphis downtown area.

South of Linden Avenue and west of Danny Thomas, the South CBID encompasses the South Main Historic District, South Bluffs neighborhood, Warehouse District, Founder's Pointe, and Foote Homes. In addition, 80 units of affordable housing are being added to the district's northeast corner in an area called Pontotoc Row. The South CBID is anchored by two National Register Historic Districts and boasts the National Civil Rights Museum and many galleries and studios.

Foote Homes is a Memphis Housing Authority development that stretches from Fourth Street to Lauderdale between Vance and Mississippi. This development includes 426 apartments.

The Founder's Pointe planned subdivision includes large-scale homes and the high-rise Rivermark apartments, which have outstanding views of the Mississippi River and convenient access to Tom Lee Park. A current \$12 million project is adding some 52 single-family homes to the neighborhood.

A New Urbanism master-planned community just blocks from the historic Main Street spine, the South Bluffs Neighborhood, sits on the site of former rail yards. This apartment and single-family community is organized around an open-space system and the Riverbluff Walkway over Riverside Drive provides access to Tom Lee Park and the riverfront.

The South Bluffs Warehouse Historic District is a close neighbor to the South Main Historic District in location and in character. Both areas have capitalized on providing unique alternative living spaces. The Hayes Building, The Candy Factory, 303 Wagner Place, the Obelisk Apartments, 46 Huling, Paperworks, and the Lofts are examples of adaptive reuse projects. However, this area also offers new construction/condominium ownership opportunities in River Bluff Place and Chickasaw Bluff.

Analysis of Study Area Conditions

The nature of industrial uses has changed since this area developed in the nineteenth century leaving large amounts of industrial zoning. The heavy industrial (I-H) zoning district is “intended to provide areas in which all industrial uses may be located and which are accessible to rail, water, or highway transportation routes” (Memphis and Shelby County Zoning Ordinance, 106). The I-H District permits outdoor storage as well as a range of outdated industrial uses geared to truck traffic which are not compatible with the redeveloped character of the area except along the south boundary of the study area adjacent to the railroad tracks. Even in the area targeted for relocation of industrial uses, the area should be downzoned to the Light Industrial (I-L) District to encourage indoor storage and cleaner, more contemporary industrial uses.

The highway commercial (C-H) zoning district is “intended to permit the development and continued maintenance of general commercial uses located in a linear fashion along highways and near transportation facilities and industrial areas” (Memphis and Shelby County Zoning Ordinance, 106). The study area is built primarily on a grid street network and is bordered only on the western and extreme southern side by a highway/interstate/transportation system. The transportation system is adjacent to the railroad system in the southern portion of the study area where industrial uses are proposed. The remainder of the study area has redeveloped with more pedestrian friendly uses such as housing, art galleries, small shops, sit down restaurants/ bars, etc. C-H zoning permits automobile related uses such as fleet operations, new and used car lots, drive through restaurants, etc. The Highway Commercial District also permits outdoor storage, outdoor recreation uses such as firing ranges and extensive signage. These intensive automobile uses and signage are designed to attract the attention of a mobile work force with needed services close to their employment. The South CBID will be a mixed-use neighborhood geared to entertainment, housing and associated commercial uses. Thus, highway commercial zoning, like heavy industrial zoning is obsolescent zoning that creates incompatible land uses and should be replaced with zoning that is better suited for the redeveloping character of the study area.

A large number of buildings, particularly industrial facilities, are functionally obsolete. These buildings have outlived their function and are not easily or affordably adapted for reuse by contemporary users. In some instances, these building have been neglected to the point of becoming dilapidated, creating conditions of blight and/or slum in sub-areas of the South CBID Study Area.

The Main Street Trolley was extended into the study area along South Main Street. The extension of the trolley encouraged the conversion and reuse of warehouses into residential properties with new retail and commercial tenants in previously vacant storefronts. This reinvestment spread into adjacent blocks and areas of the study area furthering the allure of downtown living.

The construction of the \$250 million area is scheduled for completion in 2004. This sports facility will have tremendous impact on the South CBID as an economic stimulus for related entertainment, commercial and parking uses.

PILOTs have spurred reinvestment, renovation and reuse of buildings in the study area. This reinvestment is creating conflicting and incompatible land uses. Thus, the current zoning is obsolete and does not permit the most appropriate nor the highest and best use.

Traffic Analysis

Roadway Capacity and Performance

An analysis of the transportation system for the south central business district of Memphis reveals that the area has significant excess capacity on those roadways in total. The analysis was conducted with three different sets of data. The first set of data is the design capacity of the area roadway. The second set is traffic counts for those roadways taken by the State of Tennessee in 2001. The third set is from the Memphis MPO Travel Demand Model that projects future traffic volumes in the area based upon the projected land use for the community.

Table 1 North South Roadways

Roadway	Location	Lanes	Capacity	2001 Volume	2023 Projected Volume
Danny Thomas Blvd	Union Crump	to 4	36,000	19,700	21,000
Front Street	Union Crump	to 4	21,500	N/A	40,000
Main Street	Peabody Place to Crump	4	23,000	4,000	5,000
Riverside Drive	Beale Crump	to 4	24,000	15,000	30,000
Second Street	Union Calhoun	to 4	23,000	7,000	7,500
Third Street	Union Calhoun	to 3	18,000	7,900	9,000
Third Street	Calhoun Crump	to 4	30,000	11,000	7,500
Total		23	145,000	64,600	115,000

Table 2 East West Roadways

Roadway	Location	Lanes	Capacity	2001 Volume	2023 Projected Volume
Beale Street	Riverside to Lauderdale	4			
Calhoun	Crump to Front	4	30,000	8,000	7,000
Crump	Riverside to Pauline	4	36,000	21,000	30,000
Linden Avenue	Front to Pauline	4	21,500	8,600	10,000
Union Avenue	Riverside to Second	4	24,000	12,500	30,000
Union Avenue	Second to Danny Thomas	4	30,000	19,500	24,000
Vance	Lauderdale to Front	4	24,000	3,000	5,000
Total		24	135,500	60,100	82,000

The roadways in the area are projected in 2023 to operate as follows: north-south roadways at about 78 percent capacity and the east-west roadways at about 60 percent capacity. The overall operation of roadways in the south CBID operate at better than level of service C.

Roadway Connectivity

Internal to the south CBID area the major roadways have excellent connectivity. That is, the roadways connect with each other providing a network of roadways and allowing alternative means for the flow of traffic. Union Avenue and Crump Blvd are part of our regional transportation system, providing primary connection to interstate highways and other roads on the National Highway System. The other major roadways in the south CBID provide local connection to key neighborhoods and communities that access downtown. In general, people throughout the community and region can readily access this portion of the City of Memphis with little inconvenience.

Existing Roadway Improvements

Three major road projects are in the implementation phases that will impact future transportation access to this area. They are, the reconstruction of the I-40/I-240 Midtown Interchange scheduled to begin next year, the reconstruction of the I-55/Crump Blvd Interchange which primarily improves access for I-55 across the Mississippi River but also improves traffic flow to and from Crump Blvd and I-55 and finally the extension and reconstruction of Second Street north of I-40 to Frayser.

The I-40/I-240 Midtown Interchange improvements will provide a safer and more efficient traffic flow for people entering downtown from the north and east via I-40. Access from I-40 to Riverside Drive provides easy access to the south CBID area. Access for Second and Third Streets and Danny Thomas Blvd also provide access to all of the CBID from I-40.

Improvement of the Crump Blvd Interchange with I-55 improves access to downtown in two ways. First access to Crump Blvd will be improved with better traffic flow and be unobstructed by the flow of traffic continuing along I-55 to Arkansas. Crump Blvd then provides access to Third Street with efficient access to the south CBID area. It will also improve the traffic flow from I-55 to Riverside Drive.

The North Second Street Project provides improved traffic flow throughout the CBID along the Second and Third Street corridors. It provides new access to the CBID from the northern communities of Shelby County and the region via US Highway 51.

New Roadway Improvements

A logical roadway improvement for the area would be the extension of Second Street from Calhoun Avenue to Crump Blvd. This will continue the paired system of the Second and Third Street corridor completely through the CBID. Furthermore, it provides the paired access connection to Crump Blvd and its access to I-55. This roadway improvement will enhance the connectivity of the major road network within the CBID as well as its connection to all areas of the Memphis Region.

Streetscape Improvements

The SCBID evolution from a primarily old industrial district to a mixed-use neighborhood with more and more housing requires addressing livability concerns. These include clean air; open space; clean streets, sidewalks and alleys and a sense of safety. A major factor in creating lively streets and increasing the “pedestrianization” is the area attention to street-level focus.

A clean, safe, well-maintained streetscape encourages development. It attracts residents,



office uses, shoppers, diners, and visitors. These in turn attract retailers, hospitality providers, cultural entities, and outdoor activities and events. The appearance of the streetscape has a direct impact on economic development and quality of life in the Historic District. The streetscape must provide for the needs of the inhabitants of SCIB, both resident and visitor alike.

The streetscape improvements detailed in the South CBID zoning ordinance are designed to enhance the amenities and character of the different districts in the area. Each district will promote a slightly different character with different types of street



lighting, street trees and planting schemes. Street trees can make a significant contribution to the overall positive experience of a streetscape, however they do not have to be used everywhere. Some suggestions as to the typical streetscapes for the various areas of the SCBID are included in the proposed new zoning districts. The unifying factors, however, will be the encouragement of street-level

activity, clean, well-maintained sidewalks and alleys, well-defined crosswalks and good pedestrian connectivity.

Zoning Recommendations

Future Land Use Concept

The South Central Business Improvement District, like many other parts of downtown, has unique special areas, all rich in character. This area can be enhanced and improved in the future to be a more prominent urban and cultural center for the southeastern region of the country. Strategically placed civic features such as parks, medians, street trees, and public art should be provided to increased property values and stimulate both new development and redevelopment.

The South Central Business Improvement District has six distinct land use character areas. A future land use concept was formulated to provide a framework for future private and public development. An Entertainment Activity Center is designated for the area that includes Autozone Park, Beale Street, Peabody Place and the proposed New Memphis Arena. The area that includes the current South Main Historic District, Central Station and the National Civil Rights Museum has been designated for Mixed Use and Historic Preservation. High Density Residential is recommended close to the river, along Riverside Drive adjacent to South Bluffs and in the area bounded by Front, Florida and Virginia Streets. Residential Neighborhood Uses are designated in the area between Vance and Georgia bounded by Danny Thomas and Third on the east and west sides. A proposed employment center is recommended for the area that is generally bounded by Georgia, Third, Main, Virginia and Fifth Street. The area along Crump Street has been designated as a Commercial Corridor. The Future Land Use Concept is depicted on the map labeled South Central Improvement District Future Land Use Concept.

Proposed Special Zoning District

A special zoning district should be developed to facilitate compatible development, maintain consistency in scale and streetscape, and maintain and encourage the character and environment of the special character areas identified in the future land use concept. The special district would prescribe the appropriate mixture of land uses and activities. These standards should be developed to ensure that new development and redevelopment conform to the established development pattern. New development should facilitate pedestrian movement, respect the character and architecture of the special areas, and encourage connections to the river and other public amenities. The special zoning district should implement the special character areas of the Future Land Use Concept.

The special character areas have been conceptualized into proposed zoning classifications with distinct boundaries. The purpose and intent of each category is listed below and the geographic boundaries are depicted on the map labeled South CBID-Proposed Districts.

Proposed Zoning Classifications

Bluffview Residential District is intended to permit the retention of the historic warehouse structures and the historical elements connected with them while promoting new construction that is compatible with the unique architectural and historical character of the area. The regulations allow for a variety of land uses that are compatible with character of the district. The public amenities should provide an attractive and comfortable environment.



Riverfront Residential District will ensure that the riverfront will be an active, urbane waterfront, while reinforcing the residential development along the southern end of downtown. The increases in density will provide for a more efficient utilization of public facilities and environmental amenities and resources.

South Main and South Main Extended District remains the same; this district will protect the unique character of the area. To maintain and redefine the uses to ensure that the special ambience abundant in the existing South Main Special District and historical character of the area is complimented by new



development.

- To preserve and strengthen the South Main Area, the South Main Historic District, and the cultural character of the area
- To promote a harmonic redevelopment of the area consistent with the scale and character of existing mixed uses in the area.
- To encourage the development and redevelopment of residential uses, and small scale commercial, office use, and industrial uses, thereby strengthening the City's tax base.
- To promote the mixed uses character of the area and to prohibit or discourage large-scale uses as well as incompatible uses.
- To preserve, maintain and enhance the existing scale of the street, building and open space features.
- To provide and encourage amenities, such as public open space and street trees to improve the physical environment.

South Downtown Residential District is intended to permit the development of low to moderate income housing, while allowing mix use neighborhood commercial to create an active pedestrian orientated neighborhood. Public amenities are intended to provide a physical environment that is conducive to development of a family orientated neighborhood.



Sports and Entertainment District is intended to permit a mixture of uses and activities that will complement the sports and entertainment facilities that are located in this area. It should be a place where people want to be for business, entertainment, retail and



residential activity. Inviting streetscapes, and excellence in building design should combine to produce a quality environment.



Neighborhood Commercial district is intended to permit the development and continued maintenance of commercial uses while allowing various mixed uses including residential appropriate to the local area. The regulations of this district

are designed to minimize the adverse impact such uses may have on nearby districts.

Gateway Commercial District is intended to permit a mixture of higher density residential, office, institutional, and commercial uses designed to serve a neighborhood up to an entire region. The requirements for signs and landscaping will create a physical landscape that by design results in more aesthetically pleasing roadways, which often leave the greatest impression on visitors and residents alike. The Gateway district seeks to create attractive, yet functional area that will reduce visual clutter and increase landscaping open space that will produce a positive impression in areas of significant impact.



South Downtown Business Park District is intended to create a campus like setting in the downtown area. The area should be a future business and employment center for the southern part of downtown and the surrounding residential neighborhoods. The integrity of this business campus will be protected by permitting uses that are compatible with the surrounding area. A mixture of commercial and light industrial uses should constitute the makeup of the Business Park.

Additional Recommendations

General Recommendations

- Establish new zoning regulations for the SCBID with guidelines unique to each character area within the district
- Establish a Sports and Entertainment District to facilitate a mixture of uses and activities that will complement the sports and entertainment facilities that are located in the area. (Autozone Park, New Memphis Arena, Beale Street, Peabody Place, Orpheum, etc.)
- Central Station should be the tallest building east of Riverside Drive and South of the arena area
- In general, the density of the area should be as high as possible to maintain the activities of the area. However as you move away from the river and south of

Linden the intensity of the activities should decrease into a lesser neighborhood residential character

- Create employment opportunities in the area by establishing a South Downtown Business Park and implementing zoning regulations that will enable residents to live and work in the same structures in some of the areas within the SCBID
- Need to provide some greenspace around Saint Patricks' to balance the impact of the hard surfaces and the arena facility
- The cultural landscape of the area should be acknowledged to a greater extent. There are great remnants of the industrial era, transportation structures (overpasses and underpasses) that represent the transition from the train to the automobile, and historic icons such as; Central Station, Post Office building @ G.E. Patterson and Second, the Brewery, the Chisca Hotel, Clayborn Temple, Saint Patrick's and Hunt Phelen House to name a few. These resources should be used to create additional tourism opportunities, public art canvas and civic nodes for activity.

Transportation System

- Extend the Trolley Loop to serve the Sports and Entertainment District; which includes the new Memphis arena; a proposed route would be to run along Fourth Street to Pontotoc and extend back into Main Street. A proposed trolley station could be located at Hernando and Pontotoc
- Fourth Street should be realigned and redesigned as a "special treatment area" with a median, special landscaping, and streetscape elements aimed at linking the arena and Autozone Park. The design should include street lights/poles with provisions for banners, benches, waste receptacles and art. To be pedestrian friendly, there should be special paving for sidewalks and cross walks. Design materials and colors should complement the new arena. Where private development occurs fronting on 4th Street within the area district, plazas should be encouraged to enhance the public space.
- Implement a pedestrian plan that includes special sidewalk paving, walking and cycling trails, signage (directional and informational) and special crosswalk treatments. A pedestrian system should include connections to downtown, the riverfront, alleys and major attractions.
- Implement a logo system that denotes the location of public garages available for parking and enhance the usage of the North and South Terminals as park and ride facilities for events
- Extend Talbot Street to facilitate the redevelopment of the interior blocks within this area of the SCBID

- The selected alternative for improvements to Third Street should facilitate traffic flow within the SCBID and have both the ability to disperse event traffic efficiently and be comfortable for local residents and shoppers
- Implement the SCBID gateway plan which includes landscaping, lighting, sidewalks, and intersection improvements to Crump, Danny Thomas, Fourth, and Linden
- Prepare a neighborhood plan with a detailed housing component for the area designated as South Downtown Residential. This area needs affordable and middle income housing and community services

Public Facilities

- Acquire and restore the old post office building as a public building (suggested site for a library ,community center or visitors center)
- Establish a community center for the South CBID. This center can be coordinated with other public facilities in the area, such as the new library, schools, visitor center, police precinct, Central Station, etc. The “center” might be more of a coordinated program in concert with a neighborhood association.
- Locate a new police precinct in the SCBID, coordinated with other public facilities.
- Locate a new tourist welcome center in the area.
- Locate a new fire station near Crump Boulevard.
- Establish new parks and open spaces based on the SCBID plan and the Memphis Parks Master Plan. The majority of the parks in the area are considered ornamental in nature and not conducive to active recreation.
- Improve Church Park along with improvements to Fourth Street as a “special treatment area.” The improvements should include landscaping, additional lighting, pedestrian pathways and other amenities.
- The expected growth in the SCBID area will dictate the need for an additional middle and high school

Conclusion

The South Central Business Improvement District is important to the revitalization of Downtown Memphis and the City of Memphis. Nationally, downtown living is fashionable for urban professionals and empty nesters. In order to achieve a renaissance, it is critical to have a population of residents as well as workers to support this effort.

The resurgence of Downtown Memphis is attributed to many factors including the establishment of the Center City Commission and the incentives such as Payments-in-Lieu-of-Taxes and the other financing options it provides as well as its aggressive marketing of Downtown Memphis as an untapped market. The Center City Commission has formed partnerships with other agencies and groups to provide studies such as the South Main Area Plan. Likewise, the designation of the South Main Special District was implemented to preserve the historic and environment features of Downtown Memphis such as the historic structures, the Mississippi River Riverfront and the area's cultural past. The construction of the Riverwalk and various bridges and lookouts provide scenic vistas to the Mississippi River. The trolley extension coupled with the relatively inexpensive real estate market in the South Main Special District has been instrumental in creating this renaissance. South Main Street acts as a transit way complete with commercial businesses, entertainment-related uses and residential units.

The revitalization of Beale Street, completion of the retail component of Peabody Place, AutoZone Park and the new Arena facility re-establish this area as a unique and vital entertainment district in Memphis. The National Civil Rights Museum and the thriving art community re-capture the area's cultural character. These factors act together as a magnet to make Downtown Memphis a place to live, to work and to play. Downtown Memphis is re-establishing itself as the heart and soul of Memphis.

Appendix

Downtown Plans and Studies

This section contains a list of past and current plans prepared for Downtown Memphis in the last sixteen years. Whether you refer to this area as the Central Business Improvement District (CBID), the Central Business District (CBD), the South Central Business Improvement District (SCBID) or the South Main Special (SMSD) or Historic District (SMHD) or the South Bluffs Historic District (SBHD), these plans encompass various elements of the study area ranging from historic preservation to business or redevelopment potential to transportation concerns to recreational opportunities and tourism and have contributed to the current development of the area. Future plans will continue to shape and define this area as an art and entertainment district, not only for Memphians, but also for national and international tourists who vacation in Downtown Memphis.

Market Demand Study and Statements of Estimated Annual Operating Results for Potential Hotel Development in Downtown, Memphis, Tennessee (May 1986)

Pannell-Kerr-Forster prepared a study of current and potential hotel demand for Downtown Memphis. This study was designed primarily for the Center City Commission's use and guidance in determining the current and future potential demand for hotel accommodations as well as for use in planning and promoting development activity within the Downtown core area.

South Main Area Plan (November 1987)

The Memphis Center City Commission with assistance from the Memphis and Shelby County Office of Planning & Development prepared this plan. The South Main Area Plan was prepared in response to the revitalization of Downtown Memphis and a desire by the various stakeholders to ensure the redevelopment of the South Main Area to preserve the area's historical and environmental resources. The South Main Historic District was listed on the National Register of Historic Places in 1982 and listed locally on the Memphis Landmarks Register in 1986.

This plan presents recommendations to facilitate the redevelopment process of this area while securing its future as a vital part of the downtown community. The plan identifies a group of spatially and functionally interrelated neighborhoods around South Main as the South Main Study Area. While it presents recommendations for the entire Study Area, it gives special attention to the western section of the area. This focus is in response to the interest of developers and civic-minded people in the South Main and the South Bluffs Historic Districts.

South Beale Model Neighborhood Study and Action Plan (1987)

Wilson-Dagenhart-Johnson prepared a comprehensive action plan for the South Beale Model Neighborhood. The purposes of the plan are:

- Address the stabilization of the area through preservation of housing stock;

- Examine the potential for development of new, affordable infill housing opportunities;
- Identify ways to increase low to moderate income home ownership;
- Address an overall land use and zoning plan for guiding future development decisions;
- Identify opportunities for commercial and industrial revitalization, as well as new development potential that would initiate economic development in the area;
- Evaluate the community-based resources and facilities, and determine opportunities for expanded cooperation and program activities;
- Identify avenues for creating job opportunities, and improving job training resources accessible to area residents;
- Address the special situation presented by the high concentration of public housing in the project area; and
- Explore opportunities to attract the necessary financial resources to support the plan's implementation program and strategy.

Memphis Center City Development Plan (1987)

The Center City Commission retained Venturi, Rauch & Scott Brown to prepare a plan for the redevelopment of Downtown Memphis. The study resulted in a 20-volume plan and implementation strategy. Below is a listing of each volume and the subject matter contained in each volume:

Volume	Subject Matter of the Volume
I	Summary
II	Regional Economics: Office, Residential and Retail Markets
III	A Development Strategy
IV	The Land Use Plan
V	Transportation and Parking
VI	A Housing Strategy
VII	Implementation
VIII	Minority Issues
IX	Urban Design
X	Parks and Open Space
XI	Preservation/Removal/New Development

XII	Arts and Cultural Resources
XIII	Natural Resources
XIV	Delivery/Service/Waste Disposal
XV	Plan For The Riverfront Sub-Area
XVI	Plan For The Mid-America Mall Sub-Area
XVII	Plan For The Beale Street-Peabody Place Sub-Area
XVIII	Technical Index
XIX	Comments On Various Community Plans And Projects
XX	Planning Coordination and Administration

Make Your Move to Downtown Memphis (1995)

A promotional study prepared by the Center City Commission. The study is a marketing document designed to booster the assets and untapped Downtown market to attract businesses to relocate or expand Downtown.

Downtown Retail Business Opportunity Study: A Marketing Research Study of Downtown Opportunities (October 23, 1997)

Ethridge & Associates LLC was retained by the Memphis Center City Commission to prepare a study assessing retail business opportunities in Downtown Memphis. The study outlines a Downtown Development Path. The Downtown Development Path reviews strategies for developing/expanding the employment and residential bases that the study identifies as being largely done; developing/enhancing Downtown amenities and services that are in progress; and attracting new retail businesses that comprise the next step and purpose for the study.

Downtown Retail Business Opportunities Study: A Marketing Research Study, Phase I Results, Downtown Retailers (April 16, 1997)

Ethridge & Associates were asked to conduct a two-phased marketing research study. Phase I was conducted to validate how retail businesses feel about Downtown and to test assumptions about Downtown retail businesses. Phase I was designed to uncover issues and language of Downtown retail businesses for the purpose of helping design the Phase II questionnaire.

The Phase I study posed 13 questions directed to assess the perceptions, attitudes and opinions of Downtown retail businesses regarding the Downtown market and the Downtown area as a whole. Seventy retail businesses were identified as being located in the Central Business District. The consultant completed thirty telephone surveys. The Downtown area was divided into three areas for the purposes of surveying. Area 1 was located between Peabody Place and Union Avenue; Area 2 was located between

Union Avenue and Court Square; and Area 3 was located between Court Square and Adams Avenue.

Downtown Retail Business Opportunity Study, Phase II: A Marketing Research Study (October 8, 1997)

Phase II is comprised of a questionnaire and assessment of the findings prepared by Ethridge & Associates LLC. The objectives of Phase II are embodied the following inquiries that comprise the questionnaire:

- What image do retail businesses in the Memphis metropolitan area outside Downtown have about Downtown as a retail business area?
- What are retail businesses looking for in a business area when they expand or move to another area?
- What are the most influential factors that would have retail businesses consider moving or expanding Downtown?
- To what extent are retail businesses aware of the programs available through the Center City Commission as an incentive to move or expand Downtown?
- What information sources (print and electronic) do retail businesses attend to and which do they prefer as sources of information about Downtown as retail business center?

The methodology for the survey included retail business sample selection from Pro-Phone CDROM of business telephone numbers in Shelby, Tipton, Fayette, DeSoto and Crittendon Counties; utilization of “retail” as defined in the Standard Industrial Classification Codes 5699, 5461, 6021, 7231, 8351, 7212,5611, 5813,5712, 5947, 5411,7011, 5944,8412, 7334, 5812,599, 5661,7997,5934 and 4724; and a random selection of participants based upon decision making ability, consideration of the business as a retail business and who were willing to relocate or expand Downtown sometime in the future. Forty-six interviews were completed out of 228 attempted. The cooperative rate averaged 72% resulting from 77% on the first attempt and 65% on the second attempt.

Memphis Historic Preservation Plan, Volumes I & II (November 1997)

The Memphis and Shelby County Division of Planning & Development prepared these plans to guide and protect historical resources. Volume I consist of a report intended to guide the City of Memphis policies and procedures that affect significant historic resources. This plan is intended to be implemented over the next ten years and it includes a detailed list of action steps, with a specified timetable and an indication of the primary responsible parties for each step. The goals and objectives can generally be classified as protection, education and assistance. Volume II contains the appendices for Volume I..

Center City Commission Downtown Study (1998-9)

The second part of a two-part study surveying the opinions and attributes of Downtown employees conducted by Ethridge & Associates, LLC. The objectives of the survey are:

- Estimate the number of employees working in the Downtown Memphis area.
- Profile the demographics of the Downtown employee.
- Measure the attitudes about Downtown Memphis.
- Identify the market potential for new businesses.

Downtown was divided into 4 sub-areas for the purposes of surveying employees and making recommendations.

Downtown Memphis Development Potential (March 1998)

This is a study prepared by Hammer, Siler, George Associates and is based on a regional economy, specifically employment and population growth. Although the study does not have a fixed boundary, it generally corresponds the Center City Commission's official boundaries with a special emphasis on the core. Likewise, the study only considers market driven uses. Residential does not include publicly assisted housing (beyond tax credits and PILOTS) nor pending changes in several housing projects.

The purposes of the study are:

- Analyze development activity and market conditions in the downtown area of Memphis.
- Project the potential market support for additional development over the next decade or so as input to the Commission's strategic planning process.

Findings were developed in the Fall of 1997 and presented to the Center City Commission and other interested parties on December 10, 1997. The projections are realistic potentials that can be achieved with a series of policies and actions directed at maintaining and improving the investment climate, the underlying market strength and the overall character/image of Downtown.

Memphis Retail Potential Study: Downtown/ Medical Center (December 1998)

This document assesses retail expenditures for households located in the study area. The Regional Economic Center of the University of Memphis prepared this study under the direction of Luchy Burrell, Project Manager and Steve Redding, Principal Investigator. The purposes of the study include:

- Identify areas within the City of Memphis where business development efforts are warranted for developing (or re-developing) retail trade and service industries.
- Emphasis on retail and service industries that draw their market primarily from household expenditures.
- Similar studies in Boston and Washington have revealed significant retail opportunities in older neighborhoods. Several organizations, including Price Waterhouse and the Boston Consulting Group, are likewise conducting research and finding significant business opportunities in inner City markets across the county.

The study concluded that retail expenditures from households located in the study area comprise approximately 35% of all retail expenditures by Shelby County residents.

Development Framework for Street-Level Animation Zone: Downtown Memphis ()

The Center City Commission hired Hyett Palma to prepare a study to assess elements needed to attract investment in Downtown Memphis. The study concluded: a) One of the greatest obstacles facing the further revitalization of Downtown Memphis is the lack of a viable mix of street level businesses, particularly located in the inner core. b) It is difficult to attain higher level uses of substantial investment until the street level is “animated” by a significant number of appropriate and appropriately placed businesses.

In order to attain a greater amount of street-level businesses and a higher level of animation, the study recommended a more aggressive effort should be launched to:

- Condition Downtown’s environment as an attractive location for quality businesses;
- Define a specific range of street-level businesses appropriate for Downtown businesses that will serve Downtown district customer groups and enable customer sharing;
- Define a specific district plan based on a clustering strategy and use it to guide the appropriate placement of street-level businesses;
- Develop a specific business creation process that will insure the attraction and placement of street-level businesses;
- Develop a progressive and attractive range of incentives that can be employed to induce appropriate businesses to locate in downtown Memphis.

The creation of an “Animation Zone” will require maximum attention to the further enhancement of the street level environment and the division of Downtown Memphis into three districts. Street level enhancements include the “spotless” maintenance of public spaces, 24-hour security and maintenance/improvement of private property. Consequently, Downtown Memphis would be divided into 3 distinct service districts:

- District 1 would be an art and entertainment area that would include prepared food, food for home, entertainment in restaurants and movies, and specialty retail. It would extend from Union Avenue to a little past Peabody Place.
- District 2 would be a business to business area that would include prepared food, specialty retail and convenience retail/select services. It would extend from north of Court Square to south of Union Avenue.
- District 3 would be businesses offering products for the home and would include prepared food, food for home, specialty and convenience retail and select services. It would extend from north of Adams Avenue to South of Court Street.

The Economic Impact of Travel in Memphis and Shelby County: An Overview (1997)

This is a promotional study and lists the following attributes of Memphis:

- Home of the Blues.
- Birthplace of Rock'n'Roll.
- America's Distribution Center.
- Southern hub for Northwest Airlines.
- Busiest cargo hub in the world.
- International gateway.

The study concludes that Memphis is a 4-day, 3-night destination based on a diversity of historical, recreational, cultural and musical attractions.

Downtown Residential Development Summary (1/89-1/99)

The Center City Commission prepared a summary of a decade of residential development from 1989 to 1999. This summary does not include small-scale residential properties. Below is a brief synopsis of the findings.

Year	Number of Units	Number of Residents	Occupancy Rates
1989	1,541	N/A	93%
1990	1,625	N/A	93%
1991	2,108	3,300	92%
1992	2,439	3,809	91%
1993	2,641	4,106	93%
1994	2,818	4,545	96%
1995	2,867	4,874	98%
1996	3,346	5,236	97%
1997	3,410	6,046	95%
1998	3,780	6,208	89%
1999	4,034	6,933	92%

Downtown Parking and Access Study (May 2000)

Kimley-Horn and Associates, Inc. were retained to conduct an analysis of the impacts of proposed Downtown Memphis developments on future traffic operations, access and parking in Downtown Memphis. The study area boundaries are Auction Avenue on the north, Linden Avenue on the South, Fourth Street on the east and the Mississippi River on the west.

The methodology for this project includes collection of traffic volumes at critical intersections, the collection of roadway geometric and lane use data, and the collection of parking availability, occupancy and rate data. Future traffic volumes and parking demands were projected based on the characteristics of planned and on-going Downtown Memphis developments. The existing roadway and parking network was analyzed to determine the impact of the projected future developments on traffic operations and parking in Downtown Memphis. Traffic signalization, roadway and intersection laneage improvements and potential sites for new parking facilities were identified to accommodate the expected growth in Downtown Memphis.

Memphis CBID Streetscape Master Plan (July 31, 2001)

The Center City Commission retained LDR International to prepare a master plan focusing on the “public realm” with an emphasis on linkages among key districts, attractions, and developments within the CBID. This study area includes approximately 80 blocks and extends from the riverfront area to Third and Fourth Streets and from Auction Avenue to G.E. Patterson Avenue (St. Paul along Main Street). The purpose of the streetscape master plan is to provide the Center City Commission with a “guidebook” for implementing streetscape improvements. It includes a physical assessment, hierarchy of street types, implementation priorities and typical plans, cross sections and visualizations.

The master plan is divided into two separate components: Part I of II: Overview summarizes the process, physical assessment, overall recommendations and phasing priorities. Part II of II: Specific Recommendations for Public Realm Improvements is the primary working document and contains all of the recommendations, typical plans, and illustrations.

Memphis Riverfront Master Plan (January 2002)

The Riverfront Development Corporation commissioned Cooper, Robertson & Partners to prepare a master plan for the development of the Downtown Memphis Riverfront. The purposes of this plan are:

- Provide a road map for the strategic development of 5 miles of Mississippi River frontage.
- Create a world-class waterfront destination, a place to showcase the Mississippi River.
- Sought a design rooted in the unique history and character of Memphis and a plan that would redefine the riverfront as a new place, not yet imagined by Memphians.
- Include a large public participation component through workshops and meetings in order to build public consensus for the plan.
- Include a balance of public and private investment in order to be economically feasible.
- Plan had to take into account the entire 5-mile frontage and be based on an implementation strategy to be shaped by the regional marketplace, financing capabilities, individual project costs, phasing, historic concerns and engineering constraints.
- The Riverfront Master Plan strongly alludes to a need for design guidelines and/or a special district for this area.
- The plan recommends a reconfiguration of Riverside Drive at Carolina Avenue channeling downtown bound traffic onto Main and Third Streets. The Second and Third Streets pair would receive re-routed traffic and the distribute it onto the remainder of the downtown grid network.

- This ramp and traffic redistribution directly supports and benefits residential development. One of the alternatives proposes to relocate industrial uses into the southern area. This would appear to lessen the attractiveness of this area for industrial uses.